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ABSTRACT

The forms of adult education in Sweden discussed in this review include the courses provided by the Labour Market Board, the folk high schools, the national and local educational schemes, the Commission for TV and Radio in Education (TRU), and the training courses arranged by the employee organizations. Brief mention is also made of the courses offered by the industry, the Swedish Employers' Confederation, the Cooperative Movement and the correspondence schools, as well as the internal educational activities conducted by the central, regional and local governments. This review is not intended to be taken as a comprehensive report on Swedish adult education. (Author/CK)

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ADULT EDUCATION IN SWEDEN

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1. Introduction

Adult education is well developed in Sweden, and the numerous schemes, voluntary or government sponsored, offer a wide range of education and training opportunities. The forms discussed in this review include the courses provided by the Labour Market Board, the folk high schools, the national and local educational schemes, the Commission for TV and Radio in Education (TRU), and the training courses arranged by the employee organizations. Brief mention is also made of the courses offered by industry, the Swedish Employers' Confederation, the Cooperative Movement and the correspondence schools, as well as the internal educational activities conducted by the central, regional and local governments.

The forms of adult education discussed here are those which we believe will be of interest to readers outside Sweden. However, this review is not intended to be taken as a comprehensive report on Swedish adult education.

2. Scope of adult education

2.1 Vocational training

What is today termed "labour market training" - formerly called retraining - has long been a feature of the government labour market policy. It began in the forties with disabled workers and was expanded to include single mothers. In the early fifties, it was decided that unemployed persons without handicaps should also be retrained through the labour market service. Since the mid-sixties those who are about to lose their jobs are likewise offered "labour market training."

The scope of these activities expanded considerably during the 1957-59 regression and has increased tenfold in the last ten years. During the present fiscal year about 100.000 persons have been given vocational training by the Labour Market Board. At the middle of March 1970, nearly 45.000 persons were taking advantage of this type of education, 19.000 of whom were women.

The vocational training offered is accommodated to the labour market policy. Hence, the purpose of this form of education, which includes vocational retraining, supplementary courses and other trade education, is partly to enable unemployed persons or those in danger of being unemployed owing to business changes to adjust themselves to new occupations, and also to prepare handicapped and other persons who have difficulty in obtaining steady employment. The policy is also directed at satisfying the needs of business for skilled labour. Courses are given for the purpose of increasing the supply of labour in trades where there is a shortage of skilled manpower. Unemployment is not a requirement for attending these courses.

Persons entitled to this form of vocational training are:

a) those who are unemployed or in danger of being unemployed or who experience difficulties in finding jobs

b) those who are over 20 years of age (exemptions from the age limit apply to handicapped persons, single

mothers, family providers and refugees) who seek work through the National Employment Service.

The object of the training is to enable these persons to obtain permanent work of a kind that would not be possible without training. As stated above, unemployment is not a requirement for training in skills in short supply. The need for training is determined by the Employment Service and planned in consultation with the Service.

The length of the training varies, but the aim is to lift the individual over the threshold caused by his lack of skill so as to enable him to get steady and suitable work. The average duration of training is presently about six months.

The training takes different forms but is primarily under the auspices of the National Board of Education (retraining, supplementary and elementary courses). Many receive their vocational training during their regular schooling (in trade schools, technical secondary schools, etc.) or on the job in connection with the relocation of manufacturing plants, or in courses arranged by the various authorities and educational organizations. During the 1968-69 fiscal year, about 50 per cent of the training was given in special courses sponsored by the Board of Education. About 25 per cent of the students received their training in the regular school system, and 10 - 15 per cent within the companies.

The vocational training offered by government authorities and educational organizations - or about 50 per cent of the total - is planned by the Labour Market Board in collaboration with the Board of Education and in consultation with the employee and labour organizations. The scope of the activities is decided for each fiscal year, and the general plan is adjusted as needed during the year. Production skills predominate, but

the service trades - in the wider sense of the term - such as office and social service occupations are increasing. Most of the trainees are in the age group 25 to 35 years.

This training appears to be effective, and random tests have shown that about 80 per cent of the trainees obtained employment shortly after concluding a course.

Participants in the labour market board training courses receive tax-free allowances while attending courses. An unmarried trainee receives Kr. 700 - 800 a month, and one with a family with two children receives Kr. 1 100 - 1 300 a month. Income earned during the training or a spouse's income reduces the allowance according to certain rules. The training is given free of charge.

In some on-the-job training, such as relocation courses, a company receives an allowance of Kr. 3 - 8 per trainee and hour, and the trainees receive the usual contractual benefits from the company. When passing the government bill 1970:75 concerning the continued regional support, the Parliament voted on an expansion of the labour market training service as an aid to the relocation of companies to the so-called "support areas" (northern and central parts of the country).

The costs of the labour market training service are financed entirely by the general budget. In the 1959-60 fiscal year the service cost the government Kr. 52 million, while in 1968-69 the cost was Kr. 416 million, of which Kr. 274 million were allocated to the Labour Market Service (mostly educational grants), and Kr. 142 million to the Board of Education (for courses, teachers' salaries, machine acquisitions, rent for premises, etc.). For the fiscal year 1969-70 this activity amounted to Kr. 485 million; an increase of Kr. 20 million has been approved for raising the cost to Kr. 505 million for

1970-71. In addition, Kr. 35 million have been allocated as relocation grants pertaining to vocational training.

In the autumn of 1969 experimental courses were started offering also general subjects in the industry-oriented vocational courses. They include mathematics, physics, chemistry, Swedish, English and civics. The aim is to give students, whose educational backgrounds are usually limited to a six-year elementary school, a supplementary general education.

2.2 Voluntary adult education

The adult education movement in Sweden has its origin principally in the popular movements (labour, temperance, religion) towards the end of the 19th century and the beginning of the present. The early work was modest in scope and often improvised. It was to some extent inspired by the liberal and philanthropical educational movement that from the middle of the former century played a rather important role also in Sweden, but differed from it by being primarily associated with the popular movements, whether temperance or labour, and by its autonomous character. There were two main motives for this activity: to create favourable conditions for the movements so as to enable them to achieve their aims and aspirations, and to raise the educational level of the largest and most neglected sectors of the population.

During the first two decades of the 20th century the movements and organizations became engaged in popular education in a major way, and it was then it attained the characteristic organizational profile that it still retains. The temperance movement in particular developed special organs for study and education. It was within this movement that the most important form of education - the study circle - developed. In 1912, the first independent study association was formed, viz. ABF (Workers' Educational Association). This association was established on the initiative of the labour unions, the

Labour Party and the Cooperative Movement, thereby becoming the organizational manifestation of the cultural and educational efforts of these movements. To some extent, ABF has served as a model for the other associations.

There are now twelve educational associations, viz.

Workers' Educational Association (Arbetarnas bildningsförbund)	ABF
Swedish Blue Ribbon Educational Association (Blåbandsrörelsen)	BSF
Swedish Universities Extension Organization (Folkuniversitetet)	FU
Non-Conformist Educational Association (Frikyrkliga studieförbundet)	FS
Good Templars' Educational Association (Godtemplarordens studieförbund)	IOGT
Y.W.C.A. and Y.M.C.A. National Educational Association (KFUK-KFUM:s studieförbund)	KFUK-KFUM
National Order of Templars' Educational Association (NTO:s studieförbund)	NTO
Young Farmers' Association (Studiefrämjandet)	Sfr
Educational Association of the Citizens' School (Studieförbundet Medborgarskolan)	Mbsk
Adult Educational Association (Studieförbundet Vuxenskolan)	SV
Swedish Church Educational Association (Sveriges kyrkliga studieförbund)	SKS
Salaried Employees' Educational Association (Tjänstemännens bildningsverksamhet)	TBV

As previously mentioned, the educational associations are affiliated with various organizations and popular movements. ABF, for instance, is associated with the labour movement, the cooperative movement and some organizations for handicapped persons. The Citizens' School is associated with the Conservative Party and closely related organizations. The Adult Educational Association is likewise affiliated with the Centre Party and the Liberal Party and to their youth and women's organizations. Two of the educational associations are affiliated with the churches and with religious movements - the Swedish Church Educational Association with the State Church and the Non-Conformist Educational Association with the majority of the non-conformist churches. The Salaried Employees' Educational Association is affiliated with the Swedish Central Organization of Salaried Employees (TCO). One educational association - the Universities Extension Organization - is not affiliated with any popular movement but instead, to some extent, with the universities.

The 24 county educational associations are also regarded as voluntary educational organizations. A county educational association usually works within the confines of a provincial administrative area and possesses the character of a coordinating organ for the regional unit of the national educational associations, folk high schools, libraries and other local and regional cultural institutions. They arrange courses and lectures, frequently together with other organizations, and sponsor concerts, exhibitions, theatre performances, etc. on behalf of the cultural organizations within the county.

Among the numerous activities pursued by the educational organizations lectures, libraries and study groups have always been predominant.

Lectures played a very important part in the early development of the educational associations and they have largely succeeded in retaining their central position, despite the inroads made by the mass media. In recent

years, the associations have arranged 25.000 - 30.000 lecture hours a year. The national associations sponsor about 60 per cent of the lectures and the county associations the rest. The subjects dealt with are, in order of importance, political science, international questions, labour market issues, and economics, and such arts subjects as literature, art, drama, and music .

In the early part of the century, the association libraries were directly tied to the study circles, the reason being that the first government grants-in-aid to the study circle activity - made in 1906 - were given on the condition that the literature used by the study circles be assembled in libraries available to everybody. In this way a very large number of study circle libraries were established during the twenties and thirties; by 1937, ABF alone had 1.500 such libraries. At this time the associations began to liquidate their libraries and turn them over to the municipalities. Today, only a few association libraries are still in existence.

The study circles still remain the most important activity pursued by the educational associations. As previously mentioned, study circles were established and developed by the popular movements. There are now 150.000 circles with 1.5 million participants putting in close to 4 million study hours annually.

Study circles are based on the principle of small group activity. The average number of persons in a circle is ten. According to the rules for government financial aid, a circle must have a minimum of five members and not more than twenty. By official definition "a study circle is a group of persons who meet to pursue the common study of a predetermined subject or group of related subjects." In other words, it comprises a group of persons who assist each other in their studies to reach a set objective. The leader of a circle is to act as a coordinator and not as a teacher; he is expected to be merely a member of the group. The procedure is wholly democratic. The members have full freedom to discuss and decide on the study aims, determine the direction of the studies, the

procedure and pace, indeed everything applying to the work of the circle.

As mentioned above, the study circle activity has expanded very rapidly in recent years and there are now more than 150.000 active circles every year. Breakdowns of the association circles are given in Table 1.

Table 1. Study circles, 1968-69

Association	Number of circles	Participants	Hours of study
ABF	51.041	482.522	1.349.868
BSF	1.143	10.836	30.949
FU	8.350	88.107	249.770
FS	10.540	149.650	227.749
IOGT	5.633	51.446	159.701
KFUK-KFUM	1.468	18.707	40.379
NTO	1.940	17.051	56.421
Sfr	6.023	49.513	215.229
Mbsk	15.423	168.483	427.321
SV	23.616	219.876	597.802
SKS	17.111	201.717	421.327
TBV	12.953	140.239	422.866
	155.241	1.598.147	4.199.382

The range of subjects studied is extensive and varies greatly among the associations. For example, ABF's study circles deal to 60 per cent with only two groups of subjects, viz. civics and law, and economics and industry. In the two associations with church affiliations (FS and SKS) 80 per cent of the circles study religion, philosophy and psychology.

Breakdowns of the subjects studied are given in Table 2.

Table 2. Subjects chosen by the study circles, 1968-69

	Total	ABF	Mbsk	SV	SKS	TBV
Religion, philosophy, psychology	11.858	695	176	316	4.906	276
Languages	33.231	11.923	4.109	2.119	340	5.503
Literature, art, drama, cinema	27.002	9.382	4.103	4.608	1.579	1.768
Music	27.336	6.994	1.060	1.262	8.271	815
History, geography	2.692	1.125	157	811	152	33
Civics and law	16.019	10.887	620	1.469	108	1.213
Technology, industry, communications	3.678	1.084	739	374	105	747
Economics and business	25.733	7.733	2.359	11.482	141	2.003
Science, medicine, sports	7.692	1.218	2.100	1.175	1.509	595

However, the programmes of the associations comprise more than the organization of lectures and study circles. Concerts, exhibitions, plays and other cultural activities have always been included and given wider scope in recent years.

The adult education offered by the study associations is financed partly by government (central and local) grants, partly by contributions from the local branches forming the associations and partly by charging the participants.

Government grants-in-aid are payable under the order (1963:463) bearing on free and voluntary adult education work (amended 1968:298) and amount to 75 per cent of the leaders' fees and study material up to a maximum amount of Kr. 20 per study hour. Of this, a maximum of Kr. 15 is payable as the leader's fee. An allowance towards administrative and pedagogical work is also given. Municipalities and county councils also contribute to the local and regional units of the national associations.

University circles constitute a special form of study. Such a circle must comprise at least 48 hours of study,

divided over a minimum of 16 meetings. The same rules apply for the participants as for the general circles, but the leaders must possess university competence. Government grants are payable to 75 per cent of the leader´s fee, and study material to a maximum amount of Kr. 75 per study hour. Of this, a maximum of Kr. 60 is payable as a fee. Travel and maintenance costs for the leader are payable to 75 per cent.

Government grants to voluntary education are estimated at Kr. 110 million for the fiscal year 1970/71. Of this total, Kr. 98 million are allocated to study circles and Kr. 8,4 million to the organizational costs of the associations and their pedagogical development work. The government contribution to the lecture activity is Kr. 1.750.000.

The annual grants of the municipalities and county councils to adult education are put at Kr. 100 million.

On June 12, 1969 the Confederation of Swedish Labour Unions (LO) and ABF petitioned the Ministry of Education for a grant of Kr. 1.290.000 for the financing of experimental work in the field of adult education.

The petition emphasized that need for a reform of the government-financed adult education has emerged as one of the most urgent issues in the field of culture. The primary aim of the reform must be to create better educational and cultural equality. Experience gained from the adult educational activities hitherto carried on shows, in the opinion of LO and ABF, that those benefitting from them are mostly young and relatively well-educated persons. But there exist very large groups of adults who have received merely brief and inadequate schooling in their youth and who have limited potentials for taking advantage of the educational resources now offered by society.

Adult education that aims at reaching individuals with brief and inadequate schooling cannot, in the opinion of the petitioners, be conducted in traditional pedago-

gical forms, and it is therefore urgent that new approaches and methods be tried out to reach those mostly in need of education.

The petitioners propose that trials should be conducted at ten places, chosen so as to be representative in terms of local business - heavy industry, companies employing chiefly female labour, those operating on shifts, and others offering irregular hours of work.

This activity should be directed towards employees with the least formal schooling and be concentrated on a few important subjects, such as Swedish, arithmetic, civics, English and, perhaps, some vocational subjects.

The work should be conducted in study circles, although supplemented by brief courses at a folk high school. Prior to the trials, the leaders should be given a week´s training mainly concerned with the functions of study guidance and stimulation.

At each place of work there should be at least one study organizer permitted to carry on propaganda during working hours for participation in the scheme. The recruiting should be done by personal contact. The organizers should be given full compensation for lost earnings during the time spent on contacting potential recruits for the scheme. Before undertaking this promotion work they should be given at least one week´s training.

The participants in the experiments should also be given the opportunity to receive study advice.

The scheme should include a number of stimulating measures, such as the opportunity of studying during working hours, cash allowances, free books, baby sitters, travel allowances, free meals in connection with the study sessions, etc. The tuition shall be given free of charge.

The responsibility for the experiment should rest on a working group made up of representatives from LO and ABF.

Beyond this group, there should be a reference group with the duty of following up the results and suggesting any changes that may be warranted in the planning and implementation of the experiment. A project leader should also be appointed.

The experience gained from the trials should be recorded by the systematic collection of data, including age, schooling, occupation, working conditions, family situation, personal interests, etc. of the participants. Study difficulties, drop-outs, and other failures and the reasons therefore should also be recorded and analyzed.

2.3 The folk high school

In 1969, the Swedish folk high school celebrated its centenary. The first three schools - Hvilan, Önnestad and Herrestad - were established in 1869, followed by a fourth in the county of Blekinge and a fifth one in the county of Södermanland. By 1880, there were 23 schools; in 1920 the number had increased to 51, in 1950 to 77 and in 1964 to 105.

Government grants are now payable to the 105 schools and to some ten branches. The schools are operated by three kinds of principals, viz. the county councils, sponsoring associations, and the popular movements. The sponsoring societies usually obtain substantial financial aid from the county councils, which are then represented on the boards of the schools. The "movement schools" do not constitute a homogeneous group. The particular movement operating the school holds a majority on the board, but it is customary to offer a seat to the county council and one to the local council in the municipality where the school is located.

The Brunnsvik Folk High School, established in 1936, and the Viskadalen School, started in 1926, are run by the labour movement. During the period 1935 to 1962, the movement established six more schools, viz. Marieborg, Jära, Medlefors, Framnäs, Ädelfors and Åkers Runö. The latter was started by the Swedish Confederation of Trade Unions.

The temperance movement started Wendelsberg in 1908, followed by two more - Helliden (Blue Ribbon Association) and Tollare (IOGT).

Among the schools linked to the diocese associations and similar church organizations may be mentioned Sigtuna, St. Sigfrid, Jokkmokk and Jämshög. The non-conformist churches have also been active in building schools: Kalix is run by the Swedish Missionary Society, Sundsgården by the Evangelical Missionary Society, Kaggeholm by the Pentecost Mission, Mullsjö by the Alliance Missionary Society, Liljehdm by the Örebro Mission and Dalarö by the Salvation Army.

Among the movement schools should also be included the Lillsved school of physical education, the Stensund physical culture school, and the crafts school (Hantverkets folkhögskola) at Leksand.

The aim of the folk high schools is to provide general citizen knowledge or, as expressed in § 1 of the school statutes: "The folk high schools serve the purpose of teaching citizen knowledge to their pupils. Their objective should be to impress on the pupils a sense of responsibility as humans and members of society. The education should be framed so as to strengthen their will to cooperate and develop their potentials for independent thinking and critical attitudes, as well as stimulate their interest in study. Within the general terms, each school is free to pursue its own educational programme.

In recent years, an increasing number of students have attended the folk high schools in search of further education for use as a basis for more advanced training. Some schools have started new lines of vocational training and special courses are also offered in music, drama and art, in mass media techniques and in the problems of the developing countries. There are courses for the training of youth and study counsellors and for organizational management. Several schools now offer preparatory courses for admission to the schools of social work and public administration.

According to the folk high school statute (1958:478) subsequently amended (1969:599), three sets of courses may be arranged at the schools, namely winter courses, summer courses, and subject courses. The winter courses, which attract most pupils, comprise 22 to 33 weeks and the summer courses a minimum of 13 weeks. A subject course should be at least one week long. Winter courses may be progressive and continue for two or even three years. In 1969/70, 83 schools offered courses lasting three years and were attended by 13.500 students.

There is no centrally imposed curriculum. Each school is free within its charter to decide on its own programme. Only music is obligatory for all annual courses. Otherwise, the statutes stipulate the subjects only for the first-year course. These are Swedish, literature, history, civics, psychology, chemistry, biology, and hygiene. In recent years an attempt has been made to eliminate the concept of annual courses in favour of a syllabus of subjects. By the order (1966:24) dealing with the competencé level of the comprehensive school, etc., the competence level of the folk high schools has been defined to some extent. Their courses can under certain conditions be ranked with the instruction given in the higher classes of the comprehensive school or continuation school. In some cases studies pursued at folk high schools qualify for admission to universities or professional schools.

Government grants are payable under the order (1966:758) subsequently amended (1968:647) to meet in full the salaries of teachers and school administrators and contribute towards the costs of other personnel and pedagogical facilities. Upon a means test by the National Board of Education, government allowances are also available for the maintenance of handicapped persons attending the schools. Grants are also forthcoming for improving the financial situation of the schools, expensive pedagogical equipment and building work.

At the Linköping School of Education a special course lasting two terms was introduced beginning with the 1970 spring term for the training of folk high school teachers. Admitted to the course are university graduates with a Bachelor's degree and persons who in some other way, for example by their active work in voluntary education, are deemed to have qualified themselves for the course.

The government aid to the folk high schools is estimated at Kr. 76.8 million for the fiscal year 1970/71. Of this amount, Kr. 73.8 million are allocated to the operation of the schools and Kr. 3 million to more costly pedagogical facilities and to improving the financial situation of the schools when so warranted. A further amount of Kr. 6 million has been budgeted for building work.

2.4 Adult education under government auspices

At two government schools (in Norrköping and Härnösand) adult education is offered according to the syllabus for the upper level of the comprehensive school, continuation school, and gymnasium. The instruction is a combination of correspondence school courses and classroom work. From the 1968 spring term courses solely by correspondence have been given by the Norrköping school, which like the alternating instruction is free of charge. During the 1969/70 school year, alternating correspondence and classroom tuition was given to 5.600 students at both schools. The government pays for the personnel, the study material used by the pupils, and also for some of the equipment and pedagogical material.

Since the autumn of 1969, the Härnösand school operates also with remote control tuition. Any student registered at the school is able to call in to obtain solutions to or help with his study problems at any time of the day or night. The distance to the school is of no import, and the tele-tuition is free of charge, like school material and teaching aids.

The regulations governing the state-administered adult schools are included in the order (1967:452) subsequently amended (1969:600) for adult secondary education. For the fiscal year 1969/70 the costs of the government adult education scheme came to Kr. 8.2 million; for 1970/71 the cost is expected to rise to Kr. 10.2 million.

2.5 Local education schemes

The local schemes provide for adult education using the same curriculum as the high level of the comprehensive school, continuation school and gymnasium (elective subjects) and vocational school (vocational courses). The local training also includes special vocational courses conducted in the form of study circles. The instruction is usually offered on a part-time basis. The student can choose between reading separate subjects or all the subjects needed to pass the equivalent levels in the regular schools. The tuition takes the form of "concentrated reading", whereby the student concentrates on one, two, or at the most three subjects at a time. Full-time instruction is given to adults at two schools, in Stockholm and Lund.

A school for elective subjects can be established if the courses are expected over the long term to attain at least 16 points, each point being equivalent to 550 tuition units. Such a school should have a permanently employed headmaster, sometimes also a permanently engaged dean of studies. When the instruction is given in a regular school building there is to be a dean of studies for the elective courses, paid on a fee basis.

The 1967 school reform has brought about a rapid expansion in local adult education. During the 1967/68 school year evening gymnasium courses were given in some 30 municipalities, while in 1969/70 about 240 municipalities offered adult tuition. For different reasons, gymnasium education has been authorized in twelve localities lacking gymnasium facilities.

In 1968/69, about 12.000 students took elective subject courses equivalent to the high level of the comprehensive school, and 26.000 took gymnasium and continuation school courses. Independent schools for adult education have been established in eight towns, namely Gävle, Göteborg, Malmö, Norrköping, Stockholm (four schools), Uppsala, Västerås and Örebro.

About 82.000 pupils attended local and otherwise sponsored vocational schools in 1968/69, of whom 27.000 chose service occupations, including domestic science, 25.500 business courses, 15.000 industrial and other trade skills, 11.200 technical courses, 2.000 social service work, and 1.300 miscellaneous trades. During the 1968 autumn term, 8.332 pupils were registered at the technical evening schools. According to a government decision of March 15, 1968, the Board of Education should act to discontinue this school form, with the qualification, however, that comparative alternatives are made available for the municipal adult education.

State grants are payable towards the full salaries of teachers and school administrators. Regulations covering the tuition are given in statutes (1967:452) subsequently amended (1969:600) for adult education on the secondary school level.

The principal subjects, i.e. those read by most students, are, in their order of importance, English, mathematics, Swedish, civics, managerial economics, and history. The vocational schools give courses in numerous industrial and other trades, business and social service occupations. Owing to the government decision of March 15, 1968 (amended April 19, 1968), a dividing line has been drawn between part-time courses given at the vocational schools and the courses sponsored by the study associations. As a consequence, language and arts-and-crafts courses have been turned over to the associations.

The government grants to the adult education schemes administered by local authorities will be increased from Kr. 83.3 million to 98 million for the 1970/71 fiscal year.

2.6 Radio and television courses

In the spring of 1967, a commission on the use of radio and television in education (TRU) was appointed for the purpose of exploring the possibilities of using these media for adult education.

The first radio and television courses produced by TRU started in the autumn of 1968. One was a course in English and the other in managerial economics, both on the gymnasium level. Subsequently, courses in mathematics, sociology and psychology followed. The transmission time for the TRU programmes was 18 hours a week during the 1970 spring term. On September 19, 1969 the government authorized the TRU programme plan for the 1969/70 fiscal year. Several new courses were added - on the problems of the developing countries, the labour market and family relations.

The idea of the TRU programmes is to enable adults to engage in self-study at home using the published course books. TRU collaborates with other sponsors of adult education.

The municipal schemes offer opportunities to follow the TRU courses with the assistance of a teacher. TRU collaborates also with the study associations which arrange study circles associated with the programmes. The correspondence schools, too, cooperate, and those who so desire can send in their answers for correction.

The Swedish Broadcasting Corporation has for many years given courses for adults, particularly in languages.

In recent years, immigrants have been taught Swedish by radio.

The cost of the TRU commission proposals is estimated at Kr. 14.5 million for 1969/70.

For 1970/71, TRU will receive Kr. 10.6 million. This may at first sight appear to be a reduction of the grant, but it is merely of formal significance, since this is a grant that may be exceeded and can be expected to reach the 1969/70 level in the present budget year.

2.7 Course activities of the employee organizations

The following are the top employee organizations in Sweden: the Swedish Confederation of Trade Unions (LO), the Central Organization of Salaried Employees (TCO), the National Association of Government Employees (SR), the Swedish Confederation of Professional Associations (SACO), the Swedish Foremen's and Supervisors' Association (SALF), and the Central Organization of Swedish Workers (SAC).

The study activities conducted by these organizations have several objectives. All of them serve to give their members adequate knowledge in organizational and social questions in order to enable them to form an opinion on current issues. Further, the studies are directed at satisfying the need for training those who are to represent the members in various situations. Their elected officers, such as the chairmen of local unions, must have considerable insight into numerous fields in order to fulfill their duties. They have to represent the members in negotiations with management and therefore need to be familiar with the laws and agreements that regulate conditions on the labour market, and they should also have a knowledge of civics and economics. The system of earnings is often very complex, and the union officer must be well acquainted with the schedules. He may also serve as a counsellor to the members and hence has to be familiar with current welfare legislation.

With the large number of foreign workers in Sweden, acquaintance with social laws has become very important for union officers.

The oldest and most advanced LO course is the so-called three-month course which in recent years has become referred to as the Trade Union Main Course, although only a part of it is devoted to union matters. The second long course, lasting six months, gives more scope to union work and to the historical background of the union movement, its present extent and organization. The general courses for union board members last two weeks and deal largely with the practical work at a local union branch. LO also arranges a number of special courses which give a basic orientation in particular subjects and devote less time to union matters. Among these may be mentioned industrial safety, industrial council work, contact and information courses.

The longest TCO course is the so-called one-month course, but the organization arranges courses for qualified training in many fields.

The rest of the employee organizations limit their courses to one week or to one, two or three days.

In 1968, the organizations arranged altogether 285 courses comprising 562 course weeks. The duration of the courses was not less than one week, and they were attended by nearly 10.000 persons.

LO, which is the largest employee organization with its 1.6 million members invests Kr. 30 million each year in its study courses. The government contributes to the central course activities of the employee organizations with Kr. 2.5 million for 1970/71. (In the 1970 budget only the grants for the autumn of 1970 are included, since the contribution for the spring of 1971 is not payable until the 1971/72 fiscal year. The total grant is therefore Kr. 5 million per year.)

2.8 Training in industry

Business and industry are also engaged in education and training to a major extent, involving the continual development of their employees. Of the 350.000 salaried staff, about 100.000 are estimated to receive some form of training during the year. According to some estimates, about 0.2 to 2 per cent of the companies' turnover is spent on training and personnel development.

2.9 Training sponsored by the Swedish Employers' Confederation (SAF)

SAF is the largest employer organization in Sweden with about 25.000 member firms.

The course activities conducted by SAF have gradually developed through the process of coordinating numerous separate initiatives taken by industry. A characteristic feature of the SAF educational work is that it is exclusively for persons employed in the member firms and selected by them for future development. Hence, the cost is borne entirely by the companies which pay the course fees and subsistence expences and salaries of the personnel attending a course. Moreover, the subjects taught are definitely oriented to meet the current needs of the individual and his company. By a combination of several short courses over a period of time, a ramified field of knowledge can be covered, and indeed present efforts are directed towards developing a modular system of managerial instruction on several levels that can be offered to the companies and accommodated to their own planning.

SAF's programme includes courses in management, supervisory work on different levels, and rationalization. The activities conducted by SAF can be characterized as vocational training, some of it on a very sophisticated level.

In 1967, SAF arranged 741 courses. In 1968, the programme was about the same, with 12.800 persons attending courses at a cost of Kr. 12 million.

2.10 Training within the Cooperative Movement

The major objective of the training within the Consumer Cooperative Movement is to ensure the supply of qualified persons for holding office in the movement, but a comprehensive training scheme is also available for all personnel. This involves theory interspersed with practical work. It includes correspondence courses, literature studies, and long or short in-residence courses. All cooperative employees holding any position whatsoever are offered the opportunity of vocational training.

In 1968, the Cooperative Union (KF) conducted 180 courses attended by 4.120 employees. The majority of the courses lasted a week or more, but shorter ones were also given. The cost of the study programmes came to Kr. 3.780.000 that year.

2.11 Correspondence schools

The correspondence schools provide a wide assortment of courses, accommodated to the regular school system as well as to special vocational needs. As a rule, a student takes a correspondence course for its own value, but upon its conclusion he may proceed to a formal preparatory course.

Hermods Correspondence School has today 200.000 enrolled students and registers 72.000 new ones each year. The training offered is utilized for numerous different ends.

Brevskolan (the "Correspondence School") is owned by a large number of the popular movements and enrolls 50.000 new students annually. This instruction, too, is utilized in many different areas.

LTK (the Correspondence School of the Publishing Company of the Federation of the Swedish Farmers' Associations) administered by the organized agricultural interests, has vocational courses for farmers and receives about 15.000 applications a year.

The Defence correspondence school gives courses in military subjects to non-commissioned officers and others. Besides purely technical subjects there are courses in total defence, civics and foreign policy, etc.

2.12 Training of civil service staff

The development and training of civil service and public utilities employees is also on a major scale. This is done independently by the different agencies for their own staff, or by three central training authorities, namely the Government Personnel Training Board, the Treasury, and the Audit Bureau. County administrations arrange courses on the regional level.

The Swedish Federation of Municipalities arranges courses for elected councilmen and for municipal employees. Courses for councilmen deal chiefly with the responsibilities of the municipal organs. Courses for employees include both management and other personnel. Similar courses and conferences are arranged by the county councils, either as a joint effort of two or more councils or centrally by the County Councils' Association.

3. The 1970 Budget

In the 1970 budget particular attention is given to adult education, and especially to measures favouring those with deficient formal schooling.

The grants to the study circle activities and to the educational associations to cover their pedagogical and organizational costs have been increased from Kr. 66.9 million to Kr. 106.4 million. The municipal schemes are also given better financial resources, so that the government grants to study circles and local schemes come to Kr. 98 million each. A new budget allocation refers to the central course activity of the employee organizations. The folk high schools, too, receive in-

creased grants. They get 40 new permanent teaching posts, as a replacement for 40 substitute teachers. The government schools at Norrköping and Härnösand are expected to keep expanding. They have had 5.500 students this year, and in the 1970/71 school year a further 2.000 students will be admitted, raising the adult student body to 7.500. Adult education by radio and television is expanding at a rapid rate, and during the present fiscal year, 760 educational programmes will be broadcast. In 1970/71 the number of programmes will increase to 870.

In total, Kr. 237.2 million were budgeted for adult education for 1969/70; for 1970/71 the expenditures will be increased by Kr. 67.3 million, to altogether Kr. 304.5 million. These figures apply only to the Ministry of Education. The Ministry of Labour and Housing receives the major part of the grants to adult education, for the vocational training conducted under the auspices of the Labour Market Board. The budget allocation for this purpose reaches Kr. 505 million for the 1970/71 fiscal year.

Adding the two budget allocations for adult training activities, the total becomes Kr. 810 million, equivalent to 10 per cent of the total educational budget.

It should perhaps be noted in this context that the amount applying to the Ministry of Education does not include expenditures for social assistance to students.

4. Bill relating to increased grants for adult education (1970:35)

This bill was presented to the Parliament on March 19, 1970. It proposed measures for increased financial aid to the free and voluntary educational work and government assistance to the central course activities conducted by the employee organizations. It also proposed further increases in the grants to the local adult education schemes.

4.1 Minister's presentation of the Bill

(What follows is a major part of the introduction giving the motivations for the requested increases in government grants to adult education.)

Education is an important means for changing existing society. It is important for the economic and social status of the individual, for his job satisfaction and his potentials for exerting an influence on his working environment. Education also affects people's mutual relations and contributes to a feeling of solidarity, which is a prerequisite for realizing social equality. Education is vital for improving democracy in depth. It can enhance the individual's interest in social issues and his opportunities for partaking in the cultural life of the nation.

During the last decades, the government has invested considerable sums in the field of education and culture. A compulsory nine-year comprehensive school has been introduced for all children and young persons. The capacity of the continuation, vocational and secondary school is now adequate to admit 85 - 90 per cent of an age group, and many young people continue on to universities. At the same time, the opportunities for adult education have been increasing. A consequence of the educational explosion, however, has been the development of a considerable difference in the level of education between the younger and older generations. Of the gainfully employed persons today, more than one-half have had only six or seven years of formal schooling. The disparity in education makes it difficult for older persons to hold their own on the labour market. There is also a serious risk of a generation conflict. To reduce the educational gap and counter the growing isolation between the generations, society must invest more in the field of adult education. However, many young persons, too, have had deficient formal schooling because the comprehensive school form will not be fully

developed in all municipalities until 1972/73. Adult education is also an important instrument for the policy of full employment pursued by the government, and a further link in our determination to build up an educational system without dead ends. In our changing society with its rapid accretion of knowledge, adult education offers a means of supplementing and updating a formal school education regardless of its form. In the future, there will be even more demands for a system of education that provides a continuous interplay between education and vocational life.

We possess today several different forms of subsidized adult education. The study circles attract a million participants each year. In Norrköping and Härnösand the government-sponsored schools offer correspondence instruction. Municipal adult education is available in 250 municipalities. Another form of adult education is the training activities sponsored by the Labour Market Board. This year the Board will enter on an experimental venture of offering general subjects on the comprehensive school level. The folk high schools also provide important study opportunities for adults. The TRU committee conducts experimental work in using television and radio for disseminating education on different levels. During the 1970 spring term the TRU programmes had 18 hours of transmission time, while in the autumn term one evening a week will be devoted entirely to TRU programmes on the second television channel. The radio, too, produces and sends adult education programmes, and in 1971 both the radio and TRU will make special efforts to reach the immigrants in the country with educational programmes.

The opportunities for adults to pursue advanced academic studies have increased in recent years. I have previously referred to the experiments with extended admission for the study of certain subjects at the arts faculties. Further trials involving admittance of adult students without formal competence also to the professional schools are now in progress. Other opportunities for study are provided by the university extension courses.

I would also like to refer to my comments in the present budget (Appendix 10 p. 313) in reference to the education conducted within the limits of allocation to Decentralized Academic Training, etc. where I remarked that it should also be made available to adults. I have also reported on a proposal of the 1968 Educational Commission (U 68) for experiments with certain forms of higher education. On January 30, 1970 the University Chancellor was directed to plan the trials and submit recommendations to the government.

The study forms presently offered adults have evolved gradually. The folk high school and other adult education movements are the oldest and most well established, while on the other hand the municipal schemes have developed since the passing of the 1967 Adult Education Bill. For the continuing reform work, interest will be centered on the activities of the educational associations and employee organizations. One of the most important and difficult problems now remaining is to build up a social assistance system specially accommodated to the needs of adult students. The Commission on Study Assistance for Adults (SVUX) is at present enquiring into these problems.

Today a strong tendency may be noted among young and relatively well-educated persons to take advantage of adult education. In the future reform work it is particularly important to take into consideration the danger of the education gap growing even wider because of the inability of those with the poorest schooling to benefit from the ample opportunities available for adult education. Hence, it is imperative to find some way to reach those who have weak motivations to participate in studies. The experimental scheme proposed by LO and ABF previously referred to can contribute to resolving this dilemma. Following a resolution by the government dated January 23, 1970 I have appointed a panel of experts to conduct the experimental scheme.

The objective is to enquire into the reasons why persons with brief formal schooling do not utilize existing opportunities for adult study. The experiments are to be conducted in the form of study circles for those who have not compensated their educational deficiencies by studies in the general educational system or by some voluntary scheme. Attempts will be made to record the effects on recruiting resulting from various types of economic encouragement. The tests shall be designed so as to permit reliable controls for evaluating the effects of these measures.

I propose that the necessary funds for this scheme be appropriated in the 1970/71 budget to be charged to "Appropriations to Committees, etc." In the estimates of the Ministry of Education I may mention in this context that a similar, albeit small-scale experiment was carried out during the 1969 autumn term by TRU, ABF and the Federation of Engineering Workers in connection with the TRU course "Mathematics anew". This test proved that it is possible to get people with poor schooling to participate in an educational scheme through well-developed promotional activity.

4.1.1 Municipal adult education

Since the education of adults is deemed to be of increasing importance, it is only natural that the government should assume more responsibility for it. For this reason the financial aid to municipal and government-sponsored adult education schemes has been improved in recent years.

Since July 1, 1968, when the current regulations took effect, the municipal schemes have undergone a rapid growth. During the 1967/68 school year there were 30 municipal evening gymnasia; today adult education is offered in 250 municipalities. The number of pupils studying theoretical subjects has grown to 40.000, while the vocational courses have attracted 70.000 adults.

Preliminary figures from the Central Bureau of Statistics suggest that the number of adult students taking theoretical subjects has risen by at least 50 per cent in the last year.

As previously stated, many of those who are attracted to adult education possess satisfactory formal schooling. This applies also to the municipal adult schemes, as shown by the pupils taking comprehensive school courses. In the 1968 autumn term, only 30 per cent of the pupils studied subjects on the curriculum for the last year of the comprehensive school. I have found, however, that the number of adults taking comprehensive school courses has risen considerably faster than the number enrolled for other courses. To me this rise is very encouraging. Nevertheless, measures should be taken to increase the enrollment in the comprehensive school courses, and hence also the number of pupils who have had only brief and inadequate formal schooling. I therefore intend in another context to propose that the government raise the present general allowance of 13 per cent of the hours now used for study counselling and vocational guidance to 25 per cent when applied to courses in theoretical subjects on the comprehensive school level. These allowance hours should be used also for the remedial instruction of persons with only six or seven years of elementary schooling and who lack study routines. In my view it would be better to expand the remedial instruction for these groups than to make a general increase in the number of hours.

Personal contact is an efficient means of recruiting pupils for adult education. Many adults seem to be unaware of the educational possibilities afforded them. Even if some information may have reached them, they still lack an overall view of what is available. For this reason, funds have been allocated in the present budget from "Information on the School Reforms" to the Board of Education for disseminating information about adult education. It is also essential that the

numerous principals pool their information activities, which actually has been done in many municipalities on the initiative of the local adult education councils. I can also refer to the informative programme called "Come again" produced by TRU and now being transmitted on radio and television.

The municipal schemes offer the same syllabus of instruction as the regular schools. However, other pedagogical methods are needed to satisfy the specific qualifications and diverse needs of adults. A working group within the National Board of Education is engaged in developing directions for study applicable to pupils and teachers in the municipal and government adult educational schemes. The group has published directions for adult pedagogy, Swedish and modern languages. Directions for civics and mathematics will soon be issued. These study directions should be of value to teachers who feel uncertain about teaching adults.

Another important question concerns the training of teachers. The Swedish parliament approved in 1969 a special two-term course combining practice and theory for the training of folk high school teachers to be conducted at the School of Education in Linköping. The new course started with the 1970 spring term. In the Bill (1969:52) pertaining to the training of folk high school teachers, etc. it was emphasized that more attention should be paid to the different forms of adult education in the regular training of teachers for theoretical subjects. I also stated that it was important to give these teacher candidates practical pedagogical experience accommodated to the local and government-sponsored adult education schemes. This type of instruction should be conducted at the Stockholm School of Education and incorporated in the syllabus of the regular training of subject teachers. The government will issue directives to this end.

Further measures will have to be introduced to make adult education meet adult needs. I would like to refer in this context to the statement made in the Budget (Appendix 10 p. 17) that greater investments in adult education schemes will require increased resources for pedagogical research and development.

As stated previously, in reference to the experiences gained following the passing of the 1967 Bill, the statutes (1967:452) subsequently amended (1969:600) concerning secondary adult education stipulate that such a course may not begin if there are not at least twelve participants. This rule has caused problems in sparsely settled municipalities where the enrollment frequently is less than twelve. The government has permitted exemptions from the rule in a large number of cases.

Hence, experience has shown that the regulations in the Adult Education Bill that took effect on July 1, 1969 need revision. They have been criticized, inter alia, because of the complicated process of applying for funds. Furthermore, the regulations must be accommodated to the new upper secondary school. For these reasons they are now being revised by the Ministry of Education.

4.1.2 Study circles

In the 1967 Adult Education Bill the Minister of Education emphasized the importance of having the existing study organizations participate in adult education. He referred to the hundreds of thousands of adults that each year are attracted to the free and voluntary educational associations to satisfy their study interests. The form of organization which primarily has enabled the educational organizations to reach large groups of citizens is the study circle. The wide range of subjects offered by the circles is due to the close affiliation

with the popular movements characteristic of Swedish adult education. This activity has not only enabled large groups of citizens to improve their poor formal schooling, but it has also satisfied numerous other aspirations - the desire to partake in organizational work, to gain a better understanding of cultural manifestations, or to improve vocational skills. With a rising standard of education the study circle activities can be oriented to new fields. But even under these conditions we have reason to expect that the educational associations will remain capable of satisfying essential adult educational needs, concluded the Minister.

The debate during the last two years about the future organization of adult education has further accentuated the role played by the educational associations. It has found expression in a report from the working group of LO in adult education (LOVUX) and in a report by the working group on equality set up by the Social Democratic Party and LO for submittal to the 1969 party congress. The Board of Education too has emphasized the part to be played by the associations in the future organization of adult education in its petition for budget appropriations for the 1970/71 fiscal year. The Board has recommended immediate and substantial increases in the government grants to study circles and educational associations.

I fully agree that the associations must be given wide and important functions in the future organization of adult education. The scope and rate of expansion of the study circles provide ample evidence that this form of study and cultural activity meets comprehensive needs and desires among adults. The free and informal method of work and the channels for information and active recruiting offered by the close affiliations with the educational associations also mean that the study circles possess the means to reach out and activate a large number of people who for various reasons have limited chances to participate in other forms of study and cultural activities.

The debate on adult education has shown that the needs are considerably greater and more difficult to satisfy than previously assumed. General measures in the field of adult education tend to favour the relatively well-educated and do not benefit the large groups of adults who have had only brief and inadequate formal schooling. Municipal and government schemes fill important functions for those adults who are willing and capable of acquiring an education equivalent to that given in the regular schools. However, the adult needs differ so widely that they cannot be satisfied solely in this way. The educational associations therefore play an important role, and I find it urgent that the government contributions to the circle activity will be substantially increased.

The present grant to the general study circle is payable to 75 per cent of the verified costs of the leader's fee and study material, although limited to Kr. 20 per hour. Of this amount, a maximum of Kr. 15 is to be used for the leader's fee. The Board of Education has proposed in its budget petition for the 1970/71 fiscal year that the contribution to the circles be tied to the cost of living index, and that the maximum amount payable per study hour be raised to Kr. 41. The Board recommends that 85 per cent of the hourly grant be used for leaders' fees and also that the fee for expert participation in a circle be raised.

I concur in the recommendations of the Board for a substantial increase in the grants to study circles. In my opinion the aid should be framed so as to favour circles that specialize in poorly educated groups. I propose that the grants to the study circles be raised from Kr. 20 to Kr. 30 per study hour, and that a maximum amount of Kr. 24 be payable as a leader fee. I am not prepared to accept the recommendation of the Board that the grant be index-bound.

Special measures must be taken to reach the most neglected groups. The experimental work initiated by LO and

ABF and conducted by a special committee will no doubt provide a valuable basis for further reforms. However, I think it imperative right now to give priority to educational schemes for adults with less formal education than the nine-year comprehensive school.

Therefore, I propose that a special supplementary allowance be granted study circles engaged in this work. This extra allowance should amount to a maximum of Kr. 10 per study hour. It can be used to cover the cost of the leader's fee and study material. The two allowances should make up 100 per cent of the verified costs of the leader and study material to a maximum amount of Kr. 40 per study hour. Of this amount, a maximum of Kr. 34 is payable as a fee.

As previously mentioned, the purpose of the supplementary allowance is, inter alia, to reduce the cost of the course for the individual participant and thereby facilitate his participation in a study circle that serves the purpose of bridging the education gap. The allowance should therefore be made available to circles giving subjects deemed to be within the curriculum of certain central subjects taught in the comprehensive school and on a level comparable to the ninth year of the comprehensive school. The tie-up to the level of subjects taught in the comprehensive school does not mean that they should be taught the same as in the school. The range of subjects to be dealt with in the favoured circles should - in my opinion - include Swedish, English, mathematics and civics.

Another type of study circle warranting a supplementary allowance is that engaged in improving the ability of handicapped persons to communicate, for example by sign language, Braille and typing for blind persons. It remains for the government to issue regulations defining the requirements for the supplementary grants.

In this context I would like to stress that by their

generous financial contributions the municipalities, too, have recognized the importance of the educational associations for adult education and cultural life in general. There is in my opinion no reason to assume that increased government aid to the study circles, as here proposed, will lead to a reduction of the local appropriations. On the contrary, there are reasons to believe that the government contributions will be interpreted as an appreciation of the importance of adult education and encourage further local efforts.

Other regulations governing the study circle activity should, I think, remain largely unchanged. To be entitled to a government grant, the order (1963:463, subsequently amended 1968:298) regulating state contributions to the free and voluntary adult education at work, stipulates, inter alia, that a study circle must meet for a minimum of twenty study hours spread over at least ten study weeks. Grants are given for meetings not exceeding three hours. According to the directives issued by the Board of Education, a state grant is payable only for one meeting a day and not more than three meetings per study week.

The need to carry through a circle programme in less time than ten weeks has increased in recent years. The Board of Education is receiving more and more petitions for exemptions from this rule with requests for more concentrated studies. I consider it well justified that the rules be changed to gain better flexibility - in respect of time - for the study circle work. This can be accomplished by modifying the rule referring to the minimum number of study weeks and that state allowances be given for a maximum of two meetings per week. This change would make it possible to conclude a course in four weeks. It is a matter for the government to make the change. Further, the Board of Education should be empowered to make exemptions from this rule, as well as the one stipulating that an allowance be payable for at the most three hours per meeting. But exemptions should

not be accorded that would enable a circle to conclude its course in less than four weeks.

Otherwise I find no reason to recommend any changes in the regulations now in force.

The Board of Education has recommended that an advance of state grants to study circles be made available to 90 per cent of the amount received by an educational association during the previous fiscal year. As a motivation for the recommendation the Board cites the difficult liquidity situation confronting the associations between the conclusion of a circle term and the final payment of the state grant. At present, an advance of up to 75 per cent of the previous grant is permissible.

The recommendation is in my view well founded. I would like to draw attention to the likelyhood that the substantial increase of the study circle allowances as proposed, will bring about serious liquidity problems for the associations during the 1970/71 fiscal year. The Board of Education should therefore be empowered during this fiscal year to release additional advances when required, although not exceeding 125 per cent of the previous year's grant.

I concur in the view of the Board of Education that the grants payable to the educational associations towards the organizational costs and pedagogical work should be substantially increased. I shall deal with this request in connection with the estimates.

4.1.3 Educational schemes of the employee organizations

The proposed aid to the training schemes conducted by the employee organizations reported in a special memorandum (U 1969:4) serves the same objective as the previous recommendations, i.e. to attain equality.

The state allowances now payable to the educational schemes of the trade unions apply principally to their

study circle work, while the training activities conducted by the employee organizations take the form of centrally arranged courses that do not obtain government support. As a motive for the government grants the memorandum emphasizes the circumstances that these courses are chiefly directed to groups with brief elementary schooling. It is also stated that the organizations are mainly responsible for maintaining a balanced national economy, while at the same time they contribute to the economic development of the country. It is recommended that government grants be made available to the central course activity of the organizations for courses lasting at least one week. The components subject to allowance include the costs of instruction, travel and board.

The object of the training by the trade unions is, generally speaking, to school large numbers of members that are or will be elected to office or selected for union posts on different levels. The members of trade unions possess as a rule only compulsory schooling. Sometimes they have added to this by participation in study circles, occasionally also by courses at a folk high school. It is well known that due to the relatively low educational level of course participants some organizations must devote undue time to the teaching of general introductory and elementary subjects. In the unions, therefore, there is a need to repair the deficiencies in the basic education of their course participants, deficiencies that are a result of the former inadequate public educational system.

In recent decades, the government has acquired better instruments to implement its economic and labour market policies and to stimulate economic development. The objective has been to obtain balanced economic growth and by means of various regulations control the restructuring of industry and assist the individual employee when he runs into difficulties owing to economic forces beyond his control. However, the whole field of collective agreements has been free of government regulation, and

the entire responsibility for the negotiation of wages and salaries has rested with employers and employees and their organizations.

The ability of the employee organizations to carry out their vital functions depends to a large extent on the degree of enlightenment of their individual members. The subjects that a large number of members should be familiar with are primarily mathematics, Swedish, civics and economics. The syllabus of the regular school system largely ignores the labour market, and a need for supplementary training in its various aspects is found also among those age groups who are now concluding their studies in the comprehensive school, the voluntary school forms and the universities. This deficiency has been recognized by the trade unions which have built up an extensive course activity dealing with the labour market.

The need for trade union information has become more urgent in recent years, particularly in view of the large number of foreign workers in Sweden. They put further demands on the information services of the unions. It is of paramount importance to provide these members with information about Swedish social conditions and the labour market. The extensive study activity and the systematic training that the employee organizations carry on among their members, elected officers and functionaires have been of fundamental importance for the development of Swedish society. In my opinion, their course activities will continue to render valuable service to the organizations and should be encouraged by the government.

Summary

The government support of the central course activity of the employee organizations shall be made available from a new budget appropriation and be payable for courses lasting at least one week. Allowances shall be given towards the cost of instruction, travel and board.

The allowance towards instruction includes the costs

of participation and study materials and shall be payable at the maximum rate of Kr. 100 per participant and week and for a maximum number of 35 participants. The maximum amount available for a course is thus Kr. 3.500 per week. It is proposed that allowances for travel cover half the actual costs, and that for board a general amount of Kr. 30 per participant and day be made available.

Courses entitled to the allowance shall include a "substantial make-up" of general subjects, such as civics, economics, psychology, Swedish, mathematics and production technology. Special courses dealing with industrial council work, industrial safety, managerial economics, and environmental questions shall also be entitled to grants. Subjects such as wage policy, negotiation work, agreements and the structure of union organization shall also be included, as long as they remain purely informative. When such courses are linked to the internal business of the own federation or organization they are no longer regarded as being of general informative character.

After debating the Bill 1970:35 concerning increased support to adult education, the Parliament voted to approve the report of the Select Committee on the Bill (SU 107) the decision of the Parliament signifies that the Minister´s argumentation in introducing the Bill was accepted.

5. Further reforms

5.1 Minister´s presentation of Bill (1970:35)

The efforts in the field of adult education have successively increased. The 1967 Parliament decision permitted the creation of an educational system that offers the individual numerous possibilities for study. The government also accepted added responsibility for disseminating education by radio and television. More and more people have since then taken advantage of the greater possibilities for improving their education.

However, these comprehensive measures need to be supplemented by schemes that directly affect those population groups with brief and inadequate schooling. Experimental work including more general subjects in the vocational retraining is one line of this development. This policy has been backed by substantial government grants to certain kinds of study circles, by financial support of the course activity conducted by the employee organizations, and the aid to the remedial instruction provided by the municipal adult education schemes. Now a new set of field tests are under way trying out promotion by personal contact.

In connection with these organizational developments there is a need for considering pedagogy and methodology. Teachers' training and extension courses fall in this bracket. I have also referred to the study directions for adult studies issued by the Board of Education. The pedagogical development and research work will have to be oriented to adult education to a greater extent than is now the case.

It is the responsibility of the educational authorities to follow the work being done in the field of adult education and take the requisite initiatives. As previously stated, there has been local and regional collaboration in numerous instances between the municipal school boards, county school boards, and the educational associations. I find this development gratifying and assume that such joint efforts will become more common in the future. The growing importance of adult education will also affect the central administration of the entire educational system.

The organizational responsibility for a large part of adult education rests today on the Board of Education. When the Board was reorganized in 1964 adult education had not yet come to play such a prominent role in the educational policy. The result has been that questions

dealing with adult education now fall on at least five different bureaus of the Board. This division of responsibility gives rise to numerous problems, not least by impeding the valuable exchange of experience between the sponsors of adult education. The Board is now considering setting up a unified organization for adult questions. This has become of the utmost importance, and enquiries should be made as to the possibility of combining questions referring to labour market training, educational associations, folk high schools and municipal and government adult educational schemes under one head.

Although developments in the field of adult education have proceeded apace in recent years there still remains much to be done as previously noted. Enquiries are being pursued in many fields, and it cannot be ruled out that radical changes may have to be made in the future. In this context I may note that the Qualifications Commission will report this year on the rules for admission to higher studies. The U 68 investigation on recurrent training straddles the education of young persons and that of adults. In respect of social study aid, this work is complemented to a large extent by SVUX. The Commission on Pedagogical aids also deals with adult requirements. TRU is active testing out the important position of radio and television in adult education. In sum, there is comprehensive work going on bracketing the entire field of adult education. The results may serve as a basis for other initiatives that can make adult education an important instrument for realizing the government policy of social equality.

5.2 Qualifications Commission (KU)

This commission was appointed in October 1965 with directives to enquire into and evaluate the qualifications for higher studies of graduates from the gymnasia and continuation schools. The commission has issued a number of partial reports, one of which proposes certain provisional measures and some trials. Its recommendation to admit adults with vocational experience to universi-

ties is of great importance in point of principle. A test scheme has been put into effect whereby persons over 25 years of age who have been gainfully employed for more than five years or else acquired equivalent experience in some other way are permitted to study a certain range of subjects at the Faculties of Arts and Sciences of the universities (SFS 1969:68).

The commission is expected to issue a full report in 1970. It will include recommendations for the general qualifications that should apply in the future for admission to university studies, in terms of previous education or other experience. It will also give directives for the qualifications that apply for definite lines of study and suggest rules for regulating the selection of students to schools with a limited number of places. Another problem dealt with in the report is the transfer of some instruction from the comprehensive school to the gymnasium, which would mean that the qualifications for admission to secondary education would have to be raised.

5.3 1968 Educational Commission (U 68)

This commission was appointed in April 1968 for the purpose of enquiring into the scope, organization and localization of the post-gymnasial education in the seventies. The directives to the commission stressed that in order to obtain a balanced growth with due consideration to the individual's educational demands and the need of society for university graduates, it will be necessary to plan the expansion of the universities and professional schools in relation to other post-gymnasial training. The commission has issued two pamphlets entitled "Higher Educational Aims", and "Higher Education - Its Function and Structure" for the purpose of presenting some of the basic problems confronting the commission for public debate. In the latter pamphlet,

the commission discusses how in the future adult and youth education will become integrated in a system of recurrent training. A systematic alternation of school and vocational work is perceived as an alternative to a further expansion of youth training for large categories of people. The recurrent training may in the long term have radical repercussions on the secondary schools, universities and professional schools as well as on adult education.

The complete report is expected in 1971, at the earliest, and can be expected to recommend a further expansion of higher education, a more uniform organization of the post-gymnasial education and a further decentralization of the institutions for higher education.

5.4 Commission for Economic Study Assistance to Adults (SVUX)

This commission was appointed in June 1968 and received the following directives.

The question of the long-term policy of the financing of adult study assistance shall be made the subject of enquiry by experts.

The commission shall report on how the existing scheme of social study assistance has been working, including the effect on recruiting of the various measures and the expenditures incurred by adult students.

Different views have been aired in the public debate as to how adult education should be financed in the future. It has been proposed that the future study financing scheme be used as a basis for all adult education. Objections have been raised to this idea and doubts have been expressed as to whether labour market training can be included in such a unitary scheme without losing its aims. Another idea envisages a more comprehensive system involving a kind of education insurance. Such a system would justify using special measures for stimulating those with a relatively short basic schooling.

The experts will have to examine these and other ways of financing the adult education. The directives include making a review of the effects which the different systems may have in various respects. The present system of social assistance given in connection with youth studies, i.e. both the system of economic aid and study financing, can also be affected to a greater or lesser extent. The experts should also estimate the scope of full-time studies that can be expected with different systems of study financing. Although very difficult to make, such estimates would be of great value for chosing a scheme of financial assistance.

The social measures applied to the field of adult education may have a guiding effect on the entire educational system. The balance between youth and adult education and full-time and part-time studies will also be affected by these measures. Different systems must be evaluated with due consideration to such effects.

Another fundamental task for the experts is to make accurate estimates of the cost to the national economy and the purely budgetary costs of educational systems of different levels of ambition. In this context the commission should enquire into the method of financing study assistance to adults. The commission is free to find other ways than those hitherto used for financing this assistance.

The directives discussed apply to the assistance to adults abstaining from gainful employment to engage in full-time study. It is in the interest of society that adults pursue part-time studies too, regardless of their personal motives. The production shortfall is less for part-time study and the educational system can be better utilized. Through the schemes introduced in the sixties the government has stimulated this kind of study. The educational system has been greatly expanded and offers free education to a large number of adults. For gainfully employed part-time students, the need of direct financial

assistance is not as great, but there may be reasons to consider forms of indirect assistance, for example by the provision of free study materials. In some situations a part-time student may have reason to take a short leave from his work in order to concentrate on his studies. According to existing rules it is possible for him to obtain finance support from the government fund for study loans. The experts should investigate whether this form of financial aid is adequate.

The experts should aim at presenting a complete and detailed set of recommendations. However, it is recognized that the task of the commission is very complex, because to estimate in advance how a scheme will function and the magnitude of its costs is very difficult. It is likely that the experts will recommend a test period to obtain guidelines for the definite framing of the scheme. This would give an idea of the relative importance of the different components of a study financing scheme. On the basis of this experience the commission would be able to recommend further trials within fixed financial limits.

5.5 Committee on Methods Testing in Adult Education (FÖVUX)

This committee was appointed in January 1970 following an initiative by LO and ABF in reference to an experiment in adult education. The following are some of the directives given the committee.

One of the most important questions confronting the reform work in the field of adult education is to find suitable methods for contacting those persons who are in most need of adult education. For this reason a set of field tests are required. The method recommended is to enquire into the reasons why persons with short and inadequate elementary schooling do not utilize the possibilities for adult education now available. In this con-

text different measures for eliminating the hindrances to study should be tested. The educational work should be carried on in the form of study circles with persons who have abstained from compensating their educational deficiencies by subsequent study within the ordinary educational system or through educational associations, or the like. To the extent suitable radio and television programmes are available, they should be used. Special methods for recruiting should be employed, and the effect of different types of economic assistance during the studies should be tested. Experts should be used to conduct the tests and evaluate the results. Special funds will be allocated for this work.

The tests are regarded as a development project in the field of adult education and should be conducted in such a way that it will be possible to control and evaluate the effects of the measures applied. The experts should collaborate with the Commission for Economic Study Assistance to Adults (SVUX).

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